

Office of Legislative Oversight  
**MEMORANDUM REPORT**

March 9, 2010

TO: County Council

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Office of Legislative Oversight

SUBJECT: **OLO Memorandum Report 2010-8:  
History and Current Status of the Collaboration Council for Children, Youth  
and Families**

This memorandum report responds to the County Council's request for information on the background, structure, programs, and funding of the Montgomery County Collaboration Council for Children, Youth, and Families, Inc. Councilmember Navarro recommended that this overview of the Collaboration Council be placed on the Office of Legislative Oversight's FY10 Work Program.

The Collaboration Council is a quasi-public nonprofit corporation that is currently designated as Montgomery County's Local Management Board (LMB) to implement a local interagency service delivery system for children, youth, and families. The current designation of the Collaboration Council as the County's LMB expires on March 20, 2010.

OLO's review found that the Collaboration Council successfully performs the functions of a Local Management Board, as specified by state and county law. Further support for the quality of the Collaboration Council's work was voiced by the individuals who were interviewed for this report. Specifically, the Collaboration Council is appreciated for its effectiveness as a neutral convener of agencies, service providers, and families; and the Collaboration Council staff is lauded for their knowledge and commitment to improving service delivery in the County.

As of this writing, the future of funding for the Collaboration Council's activities in FY11 and future years is uncertain. Since its inception, the Collaboration Council budget (like other Local Management Boards in Maryland) has relied heavily upon resources provided by the Governor's Office for Children. Following a round of reductions taken during FY10, the Governor's proposed FY11 budget recommends substantial changes to funding for Local Management Boards throughout the State; if adopted by the General Assembly, these changes would significantly reduce the funds available to directly support the work of the Collaboration Council.

In sum, OLO recommends that the Council approve the extension of the Collaboration Council's designation as the County's Local Management Board until December 1, 2010. OLO also recommends that the Council return in June 2010 to a discussion of the future of the Collaboration Council. At that time, there should be a much clearer picture of the state and county resources that will be available in FY11 to support the Collaboration Council's activities. In addition, this will provide time for the Collaboration Council to develop its own proposal for moving ahead as the County's designated LMB.

OLO would like to thank the staff of the Collaboration Council for their high level of cooperation during the course of compiling the information for this memorandum report. We would also like to thank members of the Collaboration Council's Board of Directors and partners of the Collaboration Council who took the time to speak to us for this report.

This memorandum report is organized into seven chapters as follows:

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## **Chapter I. Background**

This chapter provides an overview of the history of Local Management Boards (LMB) in Maryland and the Montgomery County Collaboration Council for Children, Youth and Families, Inc., which serves as the LMB for Montgomery County. This chapter is presented in three parts:

- **Part A, Mission of Local Management Boards**, describes the rationale, mission, and state action that lead to the formation of the LMBs.
- **Part B, Designation of the Collaboration Council as the Montgomery County LMB**, describes the creation of the Collaboration Council in 1993 and its designation as the County's Local Management Board in 1997.
- **Part C, Current Structure of the Collaboration Council**, describes the transition of the Collaboration Council from a government entity to a quasi-public nonprofit corporation in 2003.

### **A. Mission of Local Management Boards**

Local Management Boards (LMBs) were established by the State as a way to bring children with special needs in out-of-state placements back to their local communities and to prevent other special needs children from being placed out-of-state. In 1993, the Maryland General Assembly enacted legislation mandating that each local jurisdiction establish an LMB to ensure the effective coordination and implementation of local service delivery systems that improve the well-being of children, youth, and families.

The effort to serve these children in local communities rather than out-of-state placements was known as the System Reform Initiative. Reduced costs and improved services were perceived benefits of this community-based approach to serving high needs children.<sup>1</sup> When established in 1993, the primary mission of LMBs was local service delivery to eligible children and families funded via the System Reform Initiative. The Maryland Office for Children, Youth and Families would direct funds to the LMBs, which would then coordinate services for eligible children with local agencies and providers.

To determine eligibility for and the intensity of services delivered to children, youth, and families, each LMB is mandated to administer a Local Coordinating Council (LCC) that meets regularly to coordinate care and services for these groups. The LCC is a body made up of representatives from the local board of education, juvenile justice, health department, and other local social service agencies. State law requires that the LMB, "subject to the availability of funding,...provide administrative staff and support" to the LCC.<sup>2</sup>

In 1996, the Maryland Office for Children, Youth and Families expanded the mission and scope of LMBs by adding prevention and early intervention to their responsibilities. In 2002, this scope expanded again when the Office of Crime Control and Prevention began to send funds to communities via the LMBs.

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<sup>1</sup> These children typically have severe behavioral or emotional needs that require intensive intervention.

<sup>2</sup> Annotated Code of Maryland, Human Services, § 8-407

In some localities, including Montgomery County, the LMB also works to inform public policy and to advocate for improved services to the jurisdiction's children and families. For example, representatives of the Collaboration Council were recently asked to testify before the County Council regarding the issue of truancy.

**B. Designation of the Collaboration Council as Montgomery County's Local Management Board**

In 1997, a joint resolution by the County Executive, County Council, and Board of Education endorsed designation of the Collaboration Council for Children, Youth and Families as Montgomery County's LMB. This resolution recognized that the Collaboration Council had functioned in this capacity since its inception in 1993.

From 1993 to 1997, the Collaboration Council administered state funding for the System Reform Initiative and provided oversight of the County's Infants and Toddlers Program. The 1997 resolution designating the Collaboration Council as the LMB, expanded its charge to include engaging "the community in developing a comprehensive agenda that defines the core results/outcomes that are critical to improving the well-being of children and families in Montgomery County."<sup>3</sup>

The expanded scope of the Collaboration Council was articulated in "The Children's Agenda," which was published by the Collaboration Council in 1998. The Children's Agenda defines the following goals as critical to improving the well-being of children and families locally:

- Healthy Children
- Children Safe in Their Home, School and Community
- Young Children Ready for School
- Success for Every Student
- Young People Prepared for the Workplace
- Communities and Support Family Life
- Young People Making Smart Choices, and
- Stable and Economically Secure Families

These goals continue to be referenced in every major publication produced by the Collaboration Council. Additionally, the Collaboration Council drafted "Principles to Guide Collaborative Governance," designed to "build bridges across institutional lines." These eight principles were subsequently adopted by the County Council.<sup>4</sup>

The Children's Agenda and these collaborative principles outlined a broad scope and mission for the Collaboration Council. The activities and programs designed to meet these goals are described in Chapter III.

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<sup>3</sup> Council Resolution 13-986

<sup>4</sup> Council Resolution 13-1445

### **C. Current Structure of the Collaboration Council**

State law allows a local jurisdiction's LMB to operate as a government entity or as a nonprofit entity outside of government.<sup>5</sup> As constituted in 1993, the Collaboration Council acted as both a government entity and a nonprofit. For example, Collaboration Council employees were county employees and the County Government functioned as the fiscal agent for the Collaboration Council. However, unlike a traditional entity of County Government, the Collaboration Council contracted with county agencies to deliver services.

In 2001, the State audited the Collaboration Council and found that there was a need to clarify the separation of authority and responsibility between the Collaboration Council and the Department of Health and Human Services (DHHS), which was a vendor for a number of programs administered by the Collaboration Council. County Government and Collaboration Council staff also identified a need for clarity in Collaboration Council staffing because its staffing structure had evolved from an exclusive reliance on county employees in 1993 to a mix of county and nonprofit employees in 2003.

In 2003, the administrative staff of the Collaboration Council consisted of: 14 employees of the Family Services Agency of Montgomery County (a private nonprofit agency); 2 MCPS merit employees; and 5 county merit employees employed through DHHS. On the service side, which was outside the Collaboration Council itself, 24 DHHS merit system employees were funded with Collaboration Council funds.

As an entity of County Government, the Collaboration Council was also required to go through the County's procurement process as it administered its funds. According to Collaboration Council staff, sometimes this process created a backlog of contracts and prevented efficient distribution of funds to a variety of programs. In one instance, a county-required RFP process prevented funds from being distributed to after-school providers until six months after the start of the school year.

In early 2003, the County Council and leaders of the Collaboration Council began discussing ways to revise and clarify the Collaboration Council's role as the County's LMB. Opinions at the time differed as to whether the Collaboration Council should focus only on state-funded programs, or whether its mission should be to advocate for children, youth, and families across a broader spectrum of programs and issues.<sup>6</sup>

Discussions over the next several months led to a consensus that the Collaboration Council should be restructured as a quasi-public nonprofit corporation<sup>7</sup> with a simplified staff structure, new by-laws, and a more directed scope of work. The Board of Education, the League of Women Voters, and the Collaboration Council itself all supported this approach.<sup>8</sup>

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<sup>5</sup> Annotated Code of Maryland, Human Services, § 8-301. This section of the Code is included as Attachment A.

<sup>6</sup> Memo from Joan Planell (Senior Legislative Analyst) to the Health and Human Services Committee; February 27, 2003; pg 5.

<sup>7</sup> The language of "quasi-public nonprofit corporation" comes from the state statute establishing LMBs.

<sup>8</sup> Testimony for public hearing on Bill 28-03; September 9, 2003.

Those working on the restructuring also agreed to regular audits and annual reports to be submitted to the County Council in an effort to ensure accountability. Structuring the Collaboration Council as a quasi-public nonprofit corporation also opened up the opportunity to pursue funding from outside entities, such as private foundations and other philanthropic ventures that only fund nonprofit organizations.

On September 23, 2003, the County Council passed Bill 28-03, codified as County Code § 2-117, which states, “The County Council finds that...designating a quasi-public, non-profit corporation as the local management board will best enable the County to implement a local, interagency service delivery system for children, youth, and families.”<sup>9</sup> The law also established a process for the Council to designate a quasi-public nonprofit corporation as the LMB by adopting a resolution approved by the County Executive. Each designation expires after three years unless the Council adopts another resolution.<sup>10</sup>

The Collaboration Council submitted its articles of incorporation as a nonprofit entity and by-laws to the County Council on April 26, 2004, and formally requested to be designated as Montgomery County’s LMB. On May 4, 2004 the County Council approved this designation by adopting Resolution 15-599.

In March of 2007, the County Council passed Resolution 16-76, which re-designated the Collaboration Council as Montgomery County’s LMB. This resolution passed without the in-depth discussion and reexamination of the structures and responsibilities of the Collaboration Council that had occurred in 2003. This most recent designation expires on March 20, 2010. Resolution 16-76 is included in this memorandum report as Attachment C.

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<sup>9</sup> This section of the County Code is included as Attachment B. The law explains that to qualify as a quasi-public corporation, “the corporation’s board of directors must be appointed by the County Executive and confirmed by the County Council” and “its articles of incorporation must provide that the corporation is nonprofit; not an instrumentality of the county; and incorporated for the sole purpose of serving as the County’s local management board.” [County Code § 2-120(a) and § 2-121(a)].

<sup>10</sup> Montgomery County Code § 2-119

## **Chapter II. Collaboration Council Structure**

This chapter describes the organizational structure of the Collaboration Council and includes an overview of the Board of Directors, the Board's working committees, and current staff. A list of the current board members is included in this report as Attachment D.

### **A. Board of Directors**

The Collaboration Council's Board of Directors consists of 21 members appointed by the County Executive and confirmed by the County Council. The Montgomery County Code requires that the majority of the Board be representatives of the public sector by requiring the County Executive to appoint, and Council confirm, 12 members from the public sector that must include:

1. A designee of the President of the County Council;
2. A designee of the President of the Board of Education;
3. A designee of the Superintendent of Montgomery County Public Schools;
4. The Director of the Department of Health and Human Services, or the Director's designee;
5. The Director of either the Department of Finance or the Office of Management and Budget or either Director's designee;
6. The Director of the Core Service Agency or the Director's designee;
7. The Regional Director of the Maryland Department of Juvenile Services, or the Director's designee
8. The County Health Officer, or the Officer's designee; and
9. A County employee who provides direct client social services to children, youth or families.<sup>11</sup>

The Montgomery County Code further requires that the County Executive appoint and the Council confirm nine members from the private sector who may include:

1. Advocates for services to children, youth, and families;
2. Providers of services to children, youth, and families;
3. Parents of children who are receiving or recently received services of the type funded by the local management board;
4. Individuals between 18 and 25 years of age;
5. Business owners and managers;
6. Leaders of civic and community service organizations; and
7. Leaders of religious organizations.<sup>12</sup>

Board members are appointed for terms of three years, and the Executive has the option to reappoint a member, but private sector members must not serve more than two consecutive terms. Board members do not receive any compensation for serving on the Board.<sup>13</sup>

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<sup>11</sup> Montgomery County Code § 2-120(b)

<sup>12</sup> Montgomery County Code § 2-120(c)

<sup>13</sup> Montgomery County Code § 2-120(e)-(g)

**B. Board Committees**

The working committees of the Board meet every other month to develop initiatives, gather information, and in some cases, exercise oversight of services. The table below lists the responsibilities of each of the Collaboration Council's Board Committees.

**Committees of the Collaboration Council Board of Directors**

<b>Committee</b>	<b>Responsibilities</b>
<b>Executive Committee</b>	Ensures alignment of the Board's goals and strategies with the implementation of the Collaboration Council's work.
<b>Legislative Committee</b>	Develops, reviews, and recommends legislative proposals, as well as joining legislative advocacy efforts.
<b>Fiscal Committee</b>	Ensures fiscal accountability and establishes internal policies and procedures that ensure assets are safeguarded.
<b>Membership Committee</b>	Recruits and recommends members for the Board of Directors, provides orientation for new members, and works to ensure ethnic, racial, linguistic and geographic diversity on the Board.
<b>Childhood Well-being Committee</b>	<p>Collects and analyzes available data in order to assess the needs and assets of children, youth, and families, and helps to promote best practices in the implementation of the board's strategic plan.</p> <p>The Childhood Well-being Committee also oversees three workgroups, each focused on a priority area of focus: Early Childhood, Youth Development, and Children With Intensive Needs. These workgroups are made up of service providers and experts in each area.</p>



### **C. Staffing**

As of March 1, 2010, the Collaboration Council's staff consists of 13 employees, listed by functional area in the table below.

**Collaboration Council Staff by Function, FY10**

<b>Functional Area</b>	<b>Positions</b>
Senior Leadership	Executive Director, Finance Director, and Chief of Policy, Planning, and Programs (3)
Communications	Communications Director (1)
Program Leadership	Director for Children with Intensive Needs; Senior Associate for Early Childhood Initiatives (2)
Data and Research	Director, Data and Research (1)
Program and Resource Staff	Managers, Associates and Coordinators (4)
Administration	Administrative Assistants (2)

In addition to the 13 positions listed above, two program monitor positions are currently listed as vacant. In FY10, a 20% reduction in funding for staff resulted in the elimination of Fridays from the work schedule.

In FY05, the first year after restructuring as a quasi-public nonprofit corporation, the Collaboration Council had 10 full-time equivalents. The number of total staff reached a high of 17 full-time equivalents in FY08 before decreasing to 13 in FY10. This trend mirrors the increase and then decline in revenue during this time period, which is described in Chapter IV.

### **Chapter III. Collaboration Council Programs**

This chapter describes the programs of the Montgomery County Collaboration Council. This chapter is presented in three parts:

- **Part A, The Collaboration Council’s Mission**, describes the statutory requirements of LMBs.
- **Part B, Key Functions of the Collaboration Council**, describes how the Collaboration Council performs its functions to fulfill its mission and comply with the laws governing LMBs.
- **Part C, Priority Program Areas**, describes areas of focus for the Collaboration Council in its efforts to meet its goals.

#### **A. The Collaboration Council’s Mission**

The Collaboration Council defines its mission as “improving the well-being of children, youth and families in Montgomery County through collaborative partnerships.”

Based on conversations with Collaboration Council staff, board, and partners, the emphasis on collaborative partnerships can be summarized as follows: If county services for high needs and at-risk children, youth, and families are coordinated through a central organization, then duplication of services will be decreased, and families will have a clearer avenue towards seeking services, resulting in improved indicators of childhood well-being, including an increase in student academic performance and a decrease in juvenile crime.

The Collaboration Council is governed in its work by both state and local laws that describe the functions of LMBs. Maryland law specifies that the LMB shall:

1. Create an effective system of services, supports, and opportunities that improve outcomes for all children, youth, and families;
2. Strengthen the decision making capacity at the local level;
3. Design and implement strategies that achieve clearly defined results for children, youth, and families as articulated in a local 5-year strategic plan for children, youth, and families;
4. Maintain standards of accountability for locally agreed upon results for children, youth, and families;
5. Influence the allocation of resources across the systems as necessary to accomplish the desired results; and
6. Build local partnerships to coordinate children, youth, and family services within the county to eliminate fragmentation and duplication of services.<sup>14</sup>

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<sup>14</sup> Annotated Code of Maryland, Human Services, § 8-303

In 2004, the County Council formalized the function and structure of the LMB through legislation. County law identifies three primary functions of the LMB:<sup>15</sup>

1. Administer state funds for certain children's services, and plan and coordinate those state funded services;
2. Participate in community planning for children's services related to the state-funded programs; and
3. Apply for and administer funds for children's programs.

The county statute focuses on the Collaboration Council's role to fund and plan services, while the state statute focuses more broadly on the Collaboration Council's roles in capacity building, standards monitoring, and acting as a local partner and coordinator of systems of services.

Taking both sets of statutory requirements into account, the Collaboration Council defined its seven key functions in its most recent strategic plan. These functions are:

- Leadership in Service Development
- Support of Systems-building
- Direct Services Funding
- Fund Raising
- Research and Monitoring
- Advocacy and Public Awareness
- Capacity Building

The next section provides greater detail on each of these key functions.

## **B. Key Functions**

The following section describes the objectives of each "key function" of the Collaboration Council. More detail on specific programs and activities that relate to each function begin on page 14.

### **1. Leadership in Service Development**

**Objective:** Coordinate agencies and programs that serve children, youth, and families with special needs in Montgomery County, providing technical assistance, evaluation, and capacity building when necessary.

**Description:** The Collaboration Council's role as a neutral convener is at the center of providing leadership in service development. This role has involved, for example, leading a partnership with the Montgomery County Department of Health and Human Services (DHHS), Montgomery County Public Schools (MCPS), and Citizens Advisory Councils to develop behavioral health systems that address prevention and early intervention related to substance abuse, mental health,

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<sup>15</sup> Montgomery County Code § 2-118

and other behavioral health concerns. Each of these groups possesses a unique perspective on the root causes and most effective solutions to these problems. By bringing these partners together and engaging them in discussion, the Collaboration Council is able to coordinate services and interventions in a way that may not be possible with each group working independently.

The other component of the Collaboration Council's leadership in service development is the coordination of a system of care for Montgomery County youth with complex needs. This system of care provides families of children with intensive and complex needs a means for finding appropriate services and support, which often come from a mix of public and private providers.

## **2. Support of Systems-Building**

**Objective:** Be an active participant in community planning and initiatives focused on children, youth, and families that are being led by other agencies and partners.

**Description:** In addition to acting as a convener and lead coordinator, the Collaboration Council also serves as a forum for public agencies and private service providers to form their own partnerships. This support also draws upon the Collaboration Council's role as a neutral convener, who can bring together groups that may have competing agendas or perspectives. In addition to making initial connections through the knowledge and experience of its staff and board, the Collaboration Council also acts as a participant in these systems by providing expertise on best practices.

## **3. Direct Services Funding**

**Objective:** Use an efficient procurement process to contract with public and private organizations to deliver effective programs or services that will result in improved well-being for children, youth, and families.

**Description:** This role is the clearest and most widely understood role of the Collaboration Council. In FY09, the Collaboration Council provided \$7.0 million in funding to 52 public and private organizations across their program areas of Early Care and Education, Youth Development, Children with Intensive Needs, and Equal Justice for All Youth. This centralization of funding is designed to allow the Collaboration Council to invest in programs that demonstrate positive outcomes while also avoiding the duplication of services and identifying service areas where additional resources are needed.

## **4. Fund Raising**

**Objective:** Identify and cultivate potential sources of private funding for the Collaboration Council's own work, as well as the work of its partners.

**Description:** One of the primary benefits of shifting the Collaboration Council to its current status as a quasi-public nonprofit corporation was to allow it to pursue additional funding

streams from private sources. While this effort has generated some private funding, it is an area that the Collaboration Council hopes to continue to improve. Because the Collaboration Council is not a direct service provider and does work that is difficult to explain clearly and concisely, they have found difficulty gaining traction with fundraising appeals.

## **5. Research and Monitoring**

**Objective:** Monitor and evaluate programs and initiatives and analyze childhood well-being indicators in order to assess progress toward achieving the outcomes outlined in *The Children's Agenda*.

**Description:** Research and monitoring is among the least visible of the Collaboration Council's roles, but is considered a vital part of their work. This research includes analyzing publicly available data to define needs and identify gaps in service in Montgomery County. These data are then used to inform funding decisions and strategies for action in addressing these identified needs. Finally, data are also used to assess progress and the impacts of programs.

These data are used internally and shared with the groups that the Collaboration Council partners with and funds. The performance management system *Efforts to Outcomes* allows each of these organizations to analyze their own data, and undertake efforts to improve their services.

## **6. Advocacy and Public Awareness**

**Objective:** Increase the knowledge of childhood and family issues by mobilizing and educating the community.

**Description:** Advocating on behalf of children and families in Montgomery County includes producing data books and fact sheets that highlight work in the Collaboration Council's program areas. Collaboration Council staff are also called upon to testify before and brief state and local officials about issues related to children, youth, and families.

## **7. Capacity Building**

**Objective:** Improve the program quality and business practices of partners and agencies serving youth, children, and families

**Description:** Threads of capacity building weave through other identified roles, including support of systems-building and research and monitoring. This role refers more to direct technical assistance, such as providing workshops on using data and performance management software. It also includes bringing staff expertise in areas such as children with intensive needs to organizations and partners working to serve specific communities of youth.

### **C. Priority Program Areas**

The Collaboration Council undertakes its key functions in pursuit of the eight goals outlined in “The Children’s Agenda”:

- Healthy Children
- Children Safe in Their Home, School and Community
- Young Children Ready for School
- Success for Every Student
- Young People Prepared for the Workplace
- Communities and Support Family Life
- Young People Making Smart Choices, and
- Stable and Economically Secure Families

In an effort to achieve these goals, the Collaboration Council focuses on four program areas: Children with Intensive Needs, Youth Development, Early Care and Education, and Equal Justice for All Youth. A fifth area of focus, Making Services Better, encompasses work that is relevant to each of the four program areas. The table on the following page describes target populations, activities, and expenditures for each focus area in FY09.

**Collaboration Council: Target Populations, Activities, and FY09 Funding by Program Area**

<b>Program Area</b>	<b>Target Populations</b>	<b>Activities</b>	<b>Funding (\$ in 000s)</b>
<b>Children with Intensive Needs</b>	Children and youth (and their families) who have complex special needs, specifically children who are at risk of placement in residential, group home, or detention facilities	<ul style="list-style-type: none"> <li>• Administer the Local Access Mechanism</li> <li>• Lead and provide support for the Local Coordinating Council</li> <li>• Oversee the County wraparound care management system</li> <li>• Assist and support families to navigate the appropriate child serving systems</li> <li>• Collect data from service providers and families, and track well-being indicators</li> </ul>	\$5,279
<b>Youth Development</b>	School-age youth – with focus on increasing participation (across ethnic, economic, and geographic lines) in out-of-school time activities	<ul style="list-style-type: none"> <li>• Fund 28 out-of-school time providers</li> <li>• Train youth development workers to increase program quality</li> <li>• Analyze out-of-school time programs across the County and identify gaps</li> </ul>	\$1,676
<b>Early Care and Education</b>	At-risk parents who have been screened for multiple stressors and linguistic or social isolation	<ul style="list-style-type: none"> <li>• Provide funding for home visits to families with identified special needs</li> <li>• Lead the Early Care and Education Congress</li> <li>• Facilitate the training of early care providers in cultural and linguistic competence</li> </ul>	\$669
<b>Equal Justice for All Youth</b>	<p>Minority youth who come into contact with the juvenile justice system</p> <p>Officials and officers of the juvenile justice system</p>	<ul style="list-style-type: none"> <li>• Collect and analyze data on minority involvement in the juvenile justice system</li> <li>• Fund services that divert youth from the juvenile justice system</li> <li>• Assist and support families to navigate the juvenile justice system</li> </ul>	\$296*
<b>Making Services Better</b>	Service providers and county agencies that are working to address the needs of children, youth, and families in Montgomery County	<ul style="list-style-type: none"> <li>• Support performance management systems for service providers</li> <li>• Provide information and mapping resources through InfoMontgomery</li> <li>• Offer technical assistance and training in program areas and technology</li> <li>• Work to establish diverse funding streams</li> <li>• Advocate for improved services on behalf of children, youth, and families with special needs</li> </ul>	\$604

\* Funds for activities in the Equal Justice for All Youth focus area are also included in the totals reported for three other focus areas: Children with Intensive Needs, Youth Development, and Making Services Better.

The remainder of this section describes each of these areas of focus in greater detail and the programs provided in FY09. Chapter IV describes FY10 funding changes and proposed FY11 funding changes that would impact the services described here.

### **1. Children with Intensive Needs**

**Objectives:** Increase timely connections to needed services for families while increasing the use, funding, quality, and capacity of services.

**Description:** With expenditures that totaled \$5.3 million in FY09, Children with Intensive Needs accounted for nearly half of the Collaboration Council's total expenditures. Most of those funds were dedicated to funding providers that make up the "wraparound approach" for serving children with intensive needs.

The term "wraparound" describes services that are tailored to the individual requirements of children with intensive needs. The needs of these children require a wide variety of agencies and programs to be involved in their care. These services, which include mental and physical health, education, and juvenile justice, "wrap around" the child to support their many needs.

The services are provided and monitored through the local Care Management Entity (CME). The current CME, Maryland Choices, received \$4.1 million from the Collaboration Council in FY09 to support its work providing wraparound services. Funding for this contract had come from both the State and the County. However, beginning in the middle of FY10, the State of Maryland no longer provides funding to the Collaboration Council for this service, but instead contracts directly with the CME. County funding for these services has been less restrictive than state funding, allowing the CME to serve a broader spectrum of children.

Children served through the community-based wraparound program include children with behavioral and emotional needs, those with developmental disabilities, and children who are involved in gang activity. As of the end of FY09, the program provided services through a network of 88 providers that allow these children to remain at home during treatments.

The Collaboration Council reported that 23% of cases in FY09 would have been referred to residential treatment, a therapeutic group home, or juvenile detention were it not for the availability of wraparound services. The Collaboration Council estimated that care of these children in these facilities would have cost the State \$5.6 million, compared to the \$1.5 million it cost to treat them in the community with wraparound services.

In order to assist juvenile justice officers, school counselors, and families who are trying to help children gain access to these programs, the Collaboration Council serves as the **Local Access Mechanism (LAM)**. For this service, a bilingual staff member fields calls from health providers, school officials, or family members regarding an at-risk child. When a call comes in to the LAM, children and families are referred to the most appropriate community resources. In FY09, the LAM received 467 calls for assistance, and referred 74% of those calls to community resources. The LAM referred these children to the following resources:



- **Local Coordinating Council (LCC)** – 38% of referrals were made to the LCC. The LCC is a panel of representatives from state and local agencies such as the Maryland Department of Juvenile Services, MCPS, DHHS, and the Montgomery County Federation of Families for Children’s Mental Health. The LCC meets every week to review new and existing cases, and whenever possible includes representatives of the family as active partners in the discussions. The LCC works to ensure that families are provided with the services most appropriate for their specific needs, including access to wraparound services.
- **Temporary Care Coordination** – 27% of referrals were handled through Temporary Care Coordination. This coordination is led by the Collaboration Council staff member who receives the LAM call, who then works directly with the family to schedule meetings with service providers, or recommend other resources to the family.
- **Family Navigation** – 21% of referrals were made to family navigators. Family navigators are individuals who have had firsthand experience with the system of care through addressing the emotional or behavioral needs of their own children. In addition to linking them with appropriate services, family navigators also provide direct modeling, mentoring, and coaching to families on how to provide a supportive environment for their special needs children. The Collaboration Council contracts with the Montgomery County Federation of Families for Children’s Mental Health to provide this service.
- **Core Service Agency or Other Community-based Services** – 11% of referrals were made directly to community-based services, or the County’s Core Service Agency, which addresses mental health needs.
- **InfoMontgomery** – 3% of referrals were made only to InfoMontgomery,<sup>16</sup> which is a Web-based directory of services that includes constantly updated information on available community services.<sup>17</sup> The Collaboration Council developed InfoMontgomery jointly with DHHS and now coordinates the updating of information. InfoMontgomery is available to the general public so anyone seeking services in Montgomery County can access it, even if they do not call the LAM.

## **2. Youth Development**

**Objectives:** Increase the quality and availability of out-of-school time activities; increase youth attachment and connectedness to schools; and increase the number and availability of school and community-based collaborative sites and services to address social, economic, health, and emotional issues of children, youth, and families.

**Description:** The Youth Development program of the Collaboration Council accounted for nearly 19% of total expenditures with \$1.7 million devoted to related activities. Most of the Youth Development work of the Collaboration Council focuses on the Excel Beyond the Bell initiative, which supports and monitors out-of-school time (OST) activities.

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<sup>16</sup> InfoMontgomery was also often provided as a resource to those referred to the other services listed; the 3% listed here is the total of referrals that were made solely to InfoMontgomery.

<sup>17</sup> The website address is [www.infomontgomery.com](http://www.infomontgomery.com).

The Collaboration Council directly funded 25 organizations that provide a total of 36 programs, which in 2009 served a total of 1,038 middle and high school youth. These programs involved one or more of the following approaches: academic enrichment/extended learning; job skills; leadership development and service learning; and recreation, arts, and leisure.

In addition to funding these programs, the Collaboration Council also developed a set of performance measures to gauge the effectiveness of funded programs, and provided technical assistance to each program, allowing them to evaluate their own work.

The Collaboration Council also works to identify gaps in OST opportunities throughout the County. The 2009 report “Analysis of After School Programs Available in Three Communities” systematically examined the supply of programs in Silver Spring, Wheaton, and Germantown, communities targeted in the County Executive’s Positive Youth Development Initiative.

In addition to OST programs, the Collaboration Council also supported the development of school based health centers that work to address students’ physical health needs as well as mental and emotional health.

### **3. Early Care and Education**

**Objectives:** Increase the availability of home visiting services, early childhood emotional and behavioral health services, access to high-quality early educational opportunities, and opportunities for parents to receive education and support in effective parenting.

**Description:** The Collaboration Council spent \$669,000 in FY09 on Early Care and Education programs. The largest piece of this funding went towards home visits for at-risk, and socially or linguistically isolated parents. The Collaboration Council also supports the development of curriculum for early care, and leads the Early Care and Education Congress in partnership with several other entities.

Home visiting programs serve pregnant women and families with children up to five years of age. The goal of this program, which is provided by Family Services, Inc. and Mental Health Association, is to support parents in the role of the child’s first teacher. It focuses on families that do not speak English as a primary language and first time parents that have been deemed to have multiple stressors such as economic insecurity or health issues in the family. Literacy programs focus on early literacy activities, but also work with parents on adult literacy. Home visits also focus on promoting healthy parenting practices.

Another component of the Early Care and Education work that supports English language learners is a partnership that the Collaboration Council formed with the Montgomery County Resource and Referral Center and the Gaithersburg Judy Center. This partnership coordinated a year-long training from the Ready-at-Five Partnership. Ready-at-Five is a national nonprofit organization that promotes school readiness. Their training focused on providing a curriculum that strengthened cultural and linguistic competence among those involved with providing early care and education.

The Collaboration Council aligns its work in Early Care and Education with county priorities through the work of the Early Care and Education Congress. This body is led by the Collaboration Council in partnership with MCPS, DHHS, Mental Health Association of Montgomery County, Family Services, Inc., and the League of Women Voters' Network for Children. The Congress focuses on the goal of school-readiness and examines data to determine effective strategies and areas of need in Montgomery County.

#### **4. Equal Justice for All Youth**

**Objectives:** Ensure timely and fair case processing, increase parent and youth involvement in policy and program decisions, and increase availability of culturally and racially competent effective community-based diversion options.

**Description:** The Equal Justice for All Youth program was the newest and smallest initiative of the Collaboration Council in FY09. This program focuses on the State's Disproportionate Minority Contact Reduction Initiative (DMC). DMC works to address policies and procedures that result in disparities in the demographics of youth in the juvenile justice system. For example, it looks at how law enforcement may deal differently with a minority youth engaged in graffiti, than with a white youth caught committing the same crime.

This program also focuses on efforts to engage youth and their families in programs that support strong family functioning and positive character development. The \$295,602 that the Collaboration Council devoted to this area in FY09 was integrated with services provided through the other program areas.

The FLAVORS (Families Linked to Advocacy and a Variety of Resources and Supports) program is dedicated to helping culturally diverse family members of children and youth who have been involved or are currently involved with law enforcement or the juvenile justice system. Through the work of a Parent Engagement Coordinator, FLAVORS helps these families to navigate the juvenile justice system, deal effectively with other child serving agencies, access other services and supports (possibly through the LAM or LCC), create a family support network, and ultimately to become family leaders in the community who are able to provide support to others.

The Alternative to Detention (ATD) program is part of the wraparound services in the County. This program was a short-term alternative to secure detention for pre-adjudicated youth awaiting trial and adjudicated youth who are awaiting placement. This program works with families to ensure that youth attend scheduled court appearances and reduce recidivism through coordinated services such as mentoring, anger management and conflict resolution programs, and individual family therapy.

Linking Youth with Diversion Options assists the Montgomery County Police Department (MCPD) Family Crimes Division and DHHS in reaching out and engaging families with youth who (1) have been charged with a delinquent offense, may be eligible for diversion, and have not responded to the initial MCPD letter within ten days; and/or (2) have been referred to diversion programs but have not enrolled or remained participants in the program.

## **5. Making Services Better**

**Objective:** To improve agencies and programs serving children, youth, and families with data-driven evaluation of their business and program practices, and resources and technical assistance to improve the quality of programs

**Description:** The Collaboration Council's FY09 report identified total expenditures on Making Services Better as \$604,068. These expenditures cut across the work of the other four program areas, and its effort to improve services is embedded in each project that the Collaboration Council undertakes.

Evaluating program and system performance is a key part of the Collaboration Council's work to make the services that they support better. In the Excel Beyond the Bell program, for instance, key indicators of progress were selected by the groups participating in the program to measure how effective their efforts are at yielding high-quality sustained programming.

The Collaboration Council uses its *Efforts to Outcomes* software to manage performance of its after-school programs, and uses case management software as part of the Local Access Mechanism that provides data on the families seeking assistance and identifies gaps in services.

In addition to helping the public find information on available services, the InfoMontgomery system also allows Collaboration Council staff to inventory and analyze programs available throughout the County. This inventory and analysis assists Montgomery County leaders and agencies in identifying gaps in service and targeting resources to areas of highest need.

Providing training and technical assistance is an important part of the Collaboration Council's work in Making Services Better. In addition to providing direct assistance based on Collaboration Council staff expertise in youth issues, they also contract with outside groups to provide professional development opportunities to partners and grantees. For example, the After-School Institute provides an intensive certification program for individuals working with youth in community settings. The Collaboration Council also supports the Montgomery County Community Foundation's Nonprofit Advancement Fund, which selects organizations to receive assistance in the areas of finance, human resources, communications, and technology.

Again, the Collaboration Council's role as a convener is an integral part of their efforts to make services better. By providing a space for agencies and programs across the County to come together and learn from each other, share information, and gain a countywide perspective, the Collaboration Council works to ensure that the needs of youth, children, and families in communities throughout the County receive the services they need, and that those services are of a high quality.

## Chapter IV. Collaboration Council Finances

This chapter describes the Collaboration Council's finances in three parts:

- **Section A, Expenditures**, provides an overview of the Collaboration Council's expenditures from FY08 through FY10.
- **Section B, Revenue**, provides an overview of the Collaboration Council's revenues from FY08 through FY10.
- **Section C, Proposed State Funding Changes in FY11**, looks ahead to the next fiscal year and describes the Governor's proposed changes in state funding for the Collaboration Council and other Local Management Boards.

### A. Expenditures

The Collaboration Council divides its expenditures into five categories, as shown in the table below. The five categories include four program areas (described in Chapter III on page 15) plus supporting services. "Supporting services" includes management and other general services that support the entire organization rather than any specific program area.<sup>18</sup>

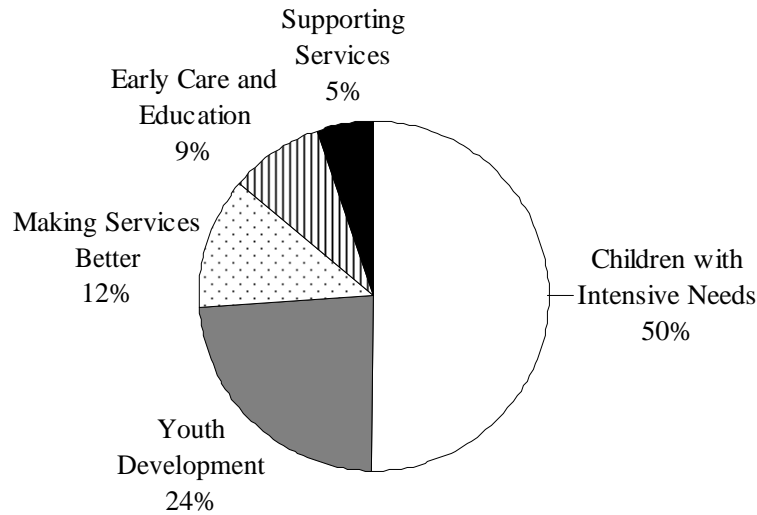
**Collaboration Council Expenditures**  
(\$ in thousands)

Program Area	FY08 Actual	FY09 Actual	FY10 Budget	Change FY08-FY10	
				\$	%
Children with Intensive Needs	5,912	5,279	3,645	-2,267	-38%
Youth Development	1,530	1,676	1,709	179	12%
Making Services Better	450	604	882	432	96%
Early Care and Education	690	669	621	-69	-10%
Supporting Services	572	657	390	-182	-32%
Total Expenditures	\$9,154	\$8,885	\$7,247	-\$1,907	-21%

The pie chart on the next page depicts the expenditures by program area in FY10.

<sup>18</sup> Chapter III also describes the program area Equal Justice for All Youth, which does not have a separate expenditure category; instead, related expenditures are accounted for within the Youth Development, Children with Intensive Needs, and Making Services Better expenditure categories.

### Expenditures by Program Area, FY10



The table below divides each of the Collaboration Council's FY10 expenditure categories into the cost of contracts with service providers for direct services and the cost of services provided in-house by Collaboration Council staff.

The Collaboration Council contracts with over 50 service providers at a total cost of \$5.8 million. These contracts account for 80% of the Collaboration Council's expenditures. The Collaboration Council services cost a total of \$1.5 million and account for 20% of their expenditures. This includes the cost of the Collaboration Council's 13 staff members and additional operations costs (e.g., rent, insurance).

### Collaboration Council Expenditures: Contracts with Service Providers vs. Collaboration Council Services, FY10 (\$ in thousands)

Expenditure Category	Contracts with Service Providers	Collaboration Council Services	Total
Children with Intensive Needs	3,292	353	3,645
Youth Development	1,541	168	1,709
Making Services Better	515	367	882
Early Care and Education	426	195	621
Supporting Services	--	390	390
Total	\$5,774	\$1,473	\$7,247
% of Total	80%	20%	100%

## **B. Revenues**

### **1. Overview**

The table below and the exhibit on the next page show the Collaboration Council's revenues from FY05 to FY10. This time period covers the six years following the Collaboration Council's re-structuring as a quasi-public nonprofit corporation. Each funding source listed in the table is described in more detail later in the chapter.

In FY05, the Collaboration Council received \$6.3 million in revenue, 99% of which came from the State of Maryland. With the addition of county funding and increases in state funding, total revenue increased by 57% between FY05 and FY08, reaching a peak in FY08 of \$9.9 million in total revenue. County funding accounted for 17% (\$1.7 million) of this \$9.9 million in funding.

The upward trajectory in the first four years was reversed after FY08; between FY08 and FY10, the Collaboration Council's total revenue has decreased by one-third. During this time, state funding has decreased by 30% and county funding has decreased by 19%.

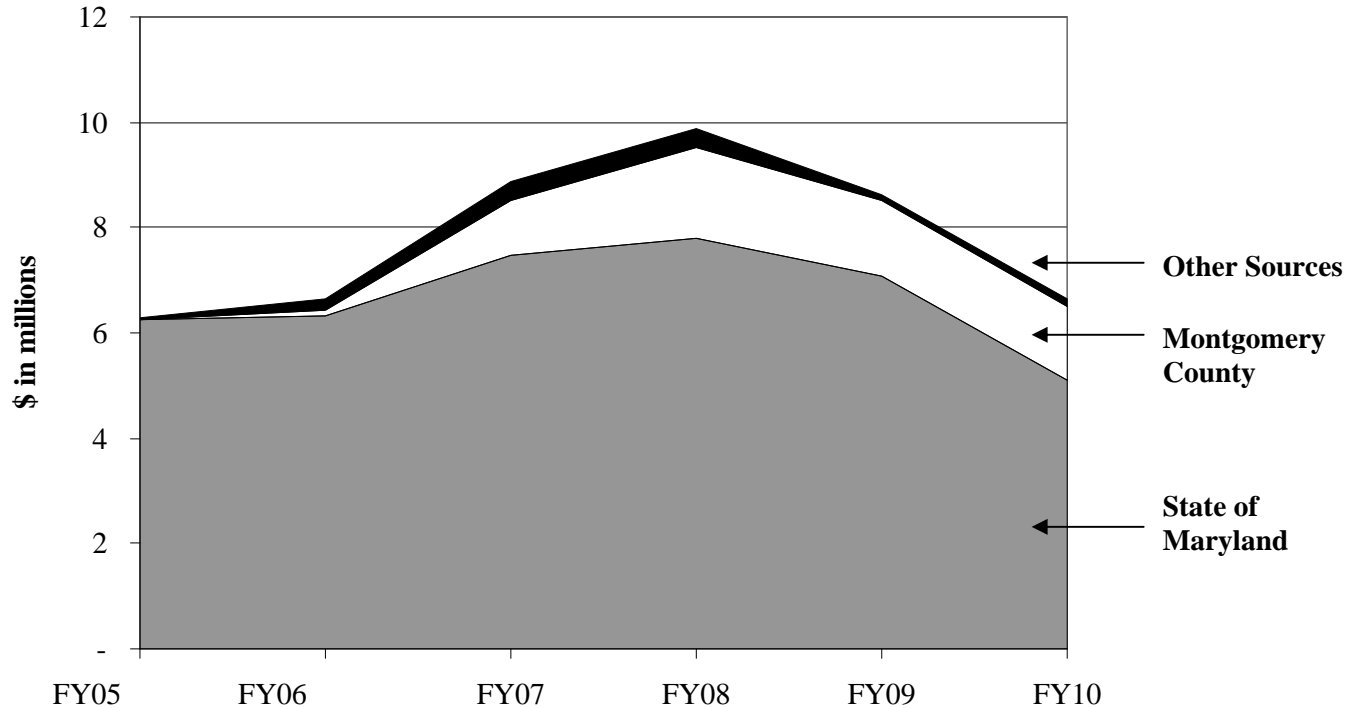
In FY10, the Collaboration Council expects to receive a total of \$6.6 million in revenue. The State of Maryland provides 77% of this revenue (\$5.1 million), while Montgomery County provides 21% (\$1.4 million). Non-governmental sources of revenue, i.e., private foundations and other miscellaneous revenue, account for the remaining 2% of their funding.

**Sources of Revenue for the Collaboration Council, FY05-FY10**  
(\$ in thousands)

<b>Source of Revenue</b>	<b>FY05 Actual</b>	<b>FY06 Actual</b>	<b>FY07 Actual</b>	<b>FY08 Actual</b>	<b>FY09 Actual</b>	<b>FY10 Budget</b>
State of Maryland	6,215	6,272	7,321	7,283	7,056	5,104
<i>State Grants - Direct Program Services</i>	5,141	5,226	5,906	5,776	5,568	4,183
<i>State Grants - LMB Operations, LCC, LAM &amp; Program Support</i>	1,074	1,046	1,414	1,507	1,487	921
Montgomery County	-	115	1,049	1,719	1,427	1,391
Private Foundations	-	-	125	121	55	116
Earned Reinvestment Fund (Restricted)	20	46	147	515	34	-
Investment Income (Restricted)	63	210	239	221	36	-
Other Miscellaneous Revenue (Contributions, Fees, etc)	3	5	1	7	11	25
<b>Total Revenue</b>	<b>\$6,301</b>	<b>\$6,648</b>	<b>\$8,882</b>	<b>\$9,867</b>	<b>\$8,619</b>	<b>\$6,635</b>
<b>Change from Previous Year</b>	<b>-</b>	<b>+5%</b>	<b>+34%</b>	<b>+11%</b>	<b>-13%</b>	<b>-23%</b>

\*The amount recorded in FY08 includes earnings for years 2003-2007 which the State had not previously reconciled. FY10 expenditures (see page 21) include the use of \$612K of earned reinvestment fund net assets.

Sources of Revenue for the Collaboration Council, FY05-FY10



## 2. State of Maryland Revenue

In FY10, the Collaboration Council receives \$5.1 million from the State of Maryland. This funding comes from several state agencies, but the largest portion (\$4.1 million or 80%) is from the Children’s Cabinet Interagency Fund, which is the largest single source of funding for the Collaboration Council.

The Children’s Cabinet Interagency Fund is maintained by the Children’s Cabinet but administered by the Governor’s Office for Children. The Maryland Children’s Cabinet coordinates the programs, policies, and budgets of the state child-serving agencies and is composed of representatives from various state agencies and chaired by the Executive Director of the Governor’s Office for Children.

According to the Maryland Code, expenditures from the Interagency Fund “shall be made...to each county through the county’s local management board to support a locally-driven interagency effort to maximize all available resources for children and family services; and to reflect the priorities, policies, and procedures that the Children’s Cabinet adopts.”<sup>19</sup> The law also states, “The local management board shall use the money to implement a local interagency services delivery system for children, youth, and families...”<sup>20</sup>

<sup>19</sup> Annotated Code of Maryland, Human Services, § 8-504

<sup>20</sup> Annotated Code of Maryland, Human Services, § 8-505(d)



The table below lists all of the sources of state funding in FY10 and the program areas that this funding supports.

**State Sources of Funding for the Collaboration Council**

<b>Maryland Agency</b>	<b>Program Areas</b>
Governor's Office for Children	<ul style="list-style-type: none"><li>• Early Care and Education</li><li>• Youth Development</li><li>• Children with Intensive Needs</li><li>• Making Services Better</li></ul>
Governor's Office of Crime Control and Prevention	<ul style="list-style-type: none"><li>• Youth Development</li><li>• Making Services Better</li></ul>
Maryland State Department of Education	<ul style="list-style-type: none"><li>• Early Care and Education</li></ul>
Department of Juvenile Services	<ul style="list-style-type: none"><li>• Early Care and Education</li><li>• Youth Development</li><li>• Children with Intensive Needs</li><li>• Making Services Better</li></ul>
Department of Health and Mental Hygiene	<ul style="list-style-type: none"><li>• Making Services Better</li></ul>

**Mid-FY10 state funding changes.** Beginning in the middle of FY10, funding that the Governor's Office for Children previously budgeted for several programs for children with intensive needs has been consolidated into a state-wide wraparound program to be managed at a regional level.<sup>21</sup> Until now, wraparound services have been available through pilot programs in four jurisdictions, one of which was Montgomery County. Now these services are being offered in every jurisdiction and are managed by three regional Care Management Entities (CMEs). Montgomery County will be part of the North Western region along with Allegany, Baltimore, Carroll, Frederick, Garrett, Harford, Howard, and Washington counties. Baltimore City will be one region, and the South Eastern region will contain the remaining counties in the State.

Previously, the Collaboration Council managed the funding provided under the Maryland wraparound pilot program and other programs for children with intensive needs. The Collaboration Council helped identify children who were eligible for these programs and contracted with Maryland Choices Inc. to provide wraparound services (i.e., coordinating care for families and monitoring a provider network). This is the same organization that provides the county wraparound services. Now, the State is contracting directly with Maryland Choices Inc. to serve as the Care Management Entity for the North Western region, which includes Montgomery County.

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<sup>21</sup> More specifically, funding for the Rehab Option, Community Services Initiative, and Wraparound Pilot are being phased out and are no longer serving additional children. Children being served by these programs have priority eligibility under the new state-wide Wraparound Program. The new Wraparound Program will receive funding from Maryland's 1915(c) Medicaid Psychiatric Residential Treatment Facilities Demonstration Waiver.

### **3. Revenue from Montgomery County Government and Montgomery County Public Schools**

Total Montgomery County Government funding for the Collaboration Council is \$1.4 million for FY10. Most of this funding is provided through three contracts that the County has with the Collaboration Council totaling \$1.1 million. These contracts are described below and summarized in the table on the next page. The remaining \$300,000 is carry-forward revenue earned in prior years that was necessary to fund expenditures. Montgomery County Public Schools also provided funding to the Collaboration Council in prior years to support InfoMontgomery.

**Wraparound Services Contract.** In FY10, the County funds a \$1.0 million contract with the Collaboration Council to provide care coordination and wraparound services to children and youth with emotional disabilities who need individualized, multi-agency support services. The Collaboration Council contracts with Maryland Choices, Inc. to provide this service. As part of its contract with the County, the Collaboration Council must ensure that the subcontractor develops a plan of care for each referred child and family and coordinates services from Montgomery County agencies and other children and family advocacy organizations.

**Out-of-School Time Activities Contract.** In FY10, the County provides \$110,000 to the Collaboration Council to provide expanded out-of-school activities for “positive youth development” for lower-income youth at risk of academic failure, anti-social behavior, and/or gang involvement. The assistance will be targeted at middle school students living in the UpCounty Focused Neighborhood Assistance Area who attend Roberto W. Clemente Middle School. The Collaboration Council is concluding a request for proposals process to select a provider for this service.

**Advancing Youth Development Contract.** In FY10, the County funds a \$16,800 contract with the Collaboration Council to provide training for youth workers in out-of-school time programs. The contract requires that the Collaboration Council provide two workshops for at least 60 youth workers. The Collaboration Council has received additional funding from the Polinger Foundation to support this initiative.

**Collaboration Council Contracts Funded with County Revenue, FY10**

<b>Contract Description</b>	<b>Contract Administrator</b>	<b>Dollar Amount</b>	<b>Collaboration Council Contracts with:</b>	<b>Program Area</b>
Wraparound Services Contract	Department of Health and Human Services	\$1,005,000	Maryland Choices, Inc. (\$924,600)	Children with Intensive Needs
Out-of-school time activities in the Germantown area	Department of Housing and Community Affairs	\$110,000	Not yet selected	Youth Development
Advancing Youth Development Contract	Department of Health and Human Services	\$16,830	The After School Institute (\$10,000)	Youth Development

**4. Earned Reinvestment Fund.**

The Earned Reinvestment Fund contains earnings that the Collaboration Council can retain by agreement with the State. Earnings are based on formulas developed by the State and applied to certain programs where Local Management Boards have achieved positive fiscal results through prudent management of resources. Although the Fund is owned by the Collaboration Council, use of Funds is restricted and must be approved in advance by the State. In FY10, the Collaboration Council did not receive any additional resources for the earned reinvestment fund, but plans to spend \$612,000 from the fund for a variety of services in the program areas of early childhood, youth development, and making services better.

**5. Non-Governmental Revenue**

**Private Foundations.** In FY10, private foundations provided \$110,000 to the Collaboration Council. These include the Polinger Foundation providing funding for Advancing Youth Development Training for youth workers in out-of-school time programs and the MacArthur Foundation providing funding for Disproportionate Minority Contact Reduction, which is an initiative that works to address disparities in the juvenile justice system.

**Other Miscellaneous.** Funding from other miscellaneous sources accounts for \$25,000 of the Collaboration Council's FY10 budget. The Collaboration Council receives contributions from individuals ranging from \$10 to \$500 and has a few business sponsorships. Also, in recent years the Collaboration Council has begun charging fees for certain trainings that they offer.

## **C. Potential State Funding Changes in FY11**

This section describes several changes in funding for Local Management Boards in Maryland that have been proposed in the Governor's FY11 Operating Budget. The source of the funding changes is the Children's Cabinet Interagency Fund (administered by the Governor's Office for Children). Similar to the mid-FY10 shift in the Maryland wraparound program to a regional rather than local approach, the FY11 changes would shift control of program funding to the Governor's Office for Children rather than allowing Local Management Boards to administer this funding. This is accompanied by a large decrease in funding for LMB administration.

Overall expenditures from the Children's Cabinet Interagency Fund have not been reduced in the proposed FY11 budget (expenditures would be \$33.5 million, an increase of 2% over the FY10 working appropriation), but the amount that goes to LMBs would be far less.

### **1. Funding for Local Management Board administration**

Compared to FY10, the FY11 Children's Cabinet Fund budget would provide \$4.0 million less in funding to all Local Management Boards (LMBs) for administration. In FY10, the Children's Cabinet Fund provided \$6.4 million for LMB administration; in FY11 the proposed budget contains \$2.4 million for LMB support. The funds for LMB support are meant to fund staff on each LMB to provide support for their Board and perform community needs assessment. This is a more limited role than the larger administration funding allowed for in previous years.

This \$2.4 in FY11 would be allocated across the 24 LMBs in the State using a formula based on poverty (50%), population (30%), and a combination of other risk factors (20%) such as low birth weight and teen births.

**Impact on the Collaboration Council.** This administrative funding supports the Collaboration Council's staff and general operations (e.g., rent, insurance). While the Collaboration Council receives administrative funding from other sources as well, the Governor's Office for Children is by far the largest source of this funding. In FY11, the proposed funding is \$244,000, compared to \$921,000 in FY10 - a decrease of \$677,000 (or 74%). If other sources of administrative funding remain constant, then the Collaboration Council's administrative funding would be cut in half. Despite these cuts, Local Management Boards and administration of the Local Coordinating Council are still required by state law.

### **2. State-Level Centralization of Early Intervention and Prevention Contracts**

In the past, the Governor's Office for Children provided funding to LMBs from the Children's Cabinet Interagency Fund for several youth services programs that were contracted out to local providers. If the Governor's current budget proposal is approved, in FY11, this funding will all be consolidated into the Early Intervention and Prevention Program; instead of appropriating this funding to the Local Management Boards, the Governor's Office for Children will administer this funding and contract out these services directly. The Governor's Office for Children would

use this funding for “evidence-based, effective, promising, or exemplary practices and other initiatives identified by the Children’s Cabinet.”<sup>22</sup> In FY11, this funding will be \$15.7 million.

In order to manage these resources, the budget allocates five additional positions to the Governor’s Office for Children (at a cost of \$381,000<sup>23</sup>). In their *Analysis of the FY11 Maryland Executive Budget, 2010*, the Maryland General Assembly’s Department of Legislative Service writes:

Five new positions are added to administer and monitor Early Intervention and Prevention contracts at the statewide level which previously were administered through the Local Management Boards (LMBs). This change is part of a cost containment plan as State support of LMBs in the Children’s Cabinet Interagency Fund is reduced by \$4 million.<sup>24</sup>

**Impact on the Collaboration Council.** If the Maryland General Assembly approves the Governor’s budget, the Collaboration Council would no longer manage \$857,000 for contracts with local service providers for early intervention and prevention services.<sup>25</sup> While the local service providers could compete for contracts under the new system, the Collaboration Council believes that many of the local providers they currently contract with would not qualify under the Governor’s Office for Children’s “evidence-based” criteria. There is also concern that these contracts could go to providers based outside the local area that are not as familiar with local issues and might be providing duplicative services.

Currently, the Local Access Mechanism office is located within the Collaboration Council office and serves as a gateway to direct families with children with intensive needs to services in the County. Now, the State will decide who will serve as the Local Access Mechanism and bid this out competitively. The Collaboration Council would be able to compete for this contract, but will no longer automatically serve in this role. (See Chapter III for a description of the Collaboration Council’s work as the Local Access Mechanism).

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<sup>22</sup> Department of Legislative Services, *Analysis of the FY 2011 Maryland Executive Budget, 2010*, R00A04 Children’s Cabinet Interagency Fund.

<sup>23</sup> *Analysis of the FY 2011 Maryland Executive Budget, 2010*, D18A18, Governor’s Office for Children.

<sup>24</sup> D18A18, Governor’s Office for Children

<sup>25</sup> These fall under the Collaboration Council’s program areas of early care and education and youth development and include programs such as home visiting, youth services bureaus, and after-school activities.

## **Chapter V. Interview Responses**

OLO conducted interviews with 15 individuals, including members of the Collaboration Council staff, Collaboration Council board, grantees, agency partners, and individuals with a history of involvement with the Collaboration Council.<sup>26</sup> This chapter describes the common themes yielded from these interviews regarding the benefits and challenges of the Collaboration Council.

### **A. Strengths of the Collaboration Council**

The strengths identified by those interviewed focused on the organization's relationship with their partners and services provided to the County as a whole. The four commonly mentioned strengths cited by interviewees are described below.

#### **1. The neutrality of the Collaboration Council fosters effective cooperation.**

The importance of the Collaboration Council's role as "neutral convener" came up in nearly every interview conducted. Individuals with years of experience working with the County expressed amazement at the progress they have seen in cooperation between the groups who make up the Local Coordinating Council. Most attributed this cooperation and growth to the work of the Collaboration Council staff, and the fact that they have taken the time to build the necessary relationships to support their work.

#### **2. The Collaboration Council focuses on outcomes rather than outputs.**

Many people interviewed lauded the Collaboration Council for collecting and analyzing both qualitative and quantitative data rather than simply reporting the number of children served. A few individuals focused on the value of data collected from providers, such as satisfaction surveys and performance measurement data collected through online tools.

Other people focused on the value of the *Databooks* produced by the Collaboration Council, which report on countywide trends in indicators such as low birth weight, kindergarten readiness, academic achievement, and juvenile crime rates. The Collaboration Council staff stressed the importance of these broader outcomes to provide context for the data that they are collecting from providers, and to identify gaps in services and priorities for funding.

#### **3. Service providers view the Collaboration Council as a partner.**

The direct service providers who receive funds from the Collaboration Council spoke of the Collaboration Council as a partner rather than a funder. The ease of accessing technical assistance and the responsiveness of the staff to the needs of service providers was repeatedly mentioned as a strong point of the Collaboration Council's work. The level of service that providers receive from Collaboration Council staff produced a sense that, regardless of which area they work in, their program was among the Collaboration Council's highest priorities.

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<sup>26</sup> The Collaboration Council provided a list of potential interviewees based on OLO's request for suggestions of people who have worked with the Collaboration Council as staff, board members, partners, or grantees. See Attachment F for a list of the people that OLO interviewed for this memorandum report.

#### **4. The Collaboration Council provides a countywide perspective on services**

One notion that came up repeatedly in interviews was that the Collaboration Council keeps service providers from “having to reinvent the wheel.” They have a countywide perspective on the services that are available for children, youth, and families, which allows them to identify areas of need, as well as avoid duplication of services. Many of those we spoke with said that it would be impossible for any locally-focused service provider to have the kind of institutional knowledge and perspective that the Collaboration Council brings to their work.

#### **A. Challenges**

The most commonly cited challenges for the Collaboration Council were in the areas of funding and outreach. Specific issues repeatedly mentioned included: the proposed changes in state funding, the limited success achieved to date with private fundraising, and that the Collaboration Council is not universally understood.

##### **1. Proposed changes to state funding threatens work of Collaboration Council.**

By far, the most serious challenge facing the Collaboration Council is the proposed changes to the state funding of Local Management Boards. One individual expressed concern that the funding changes would create an “unfunded mandate” for the work of the Local Coordinating Council, and many expressed concern about the impact of the change on the system of care for special needs children in Montgomery County.

##### **2. Collaboration Council fundraising from private sources has been limited.**

When the decision was made to incorporate the Collaboration Council as a nonprofit entity in 2003, one of the advantages cited for the new structure was the ability to raise funds from private sources. Many of those interviewed pointed to fundraising as an area where the Collaboration Council could improve. A few individuals pointed to the composition of the Collaboration Council’s board, a majority of which are representatives of County Government, as an obstacle to fundraising.

Unlike other nonprofit boards, which often focus on fundraising and development, the Collaboration Council’s board is more focused on program implementation and accountability. Collaboration Council staff have recognized the need for improved fundraising, and have worked with consultants to increase donations.

##### **3. Lack of understanding in the County of the Collaboration Council’s role.**

Many interviewees expressed the view that the varied roles that the Collaboration Council plays, and the breadth of issue areas they work in leaves many with an unclear picture of what exactly it is that they do. Even some of the people who worked closely with the Collaboration Council who were able to easily articulate the ways the Collaboration Council had helped them struggled to explain who they are, and what they do.

One interviewee explained the Collaboration Council's role in terms of the BASF slogan, saying "They don't make a lot of the programs and services you use, they make a lot of the programs and services you use better." Some of those interviewed pointed to this vague understanding of the role of the Collaboration Council, and the fact that they are not a direct provider of services, as reasons for their fundraising challenges.



## **Chapter VI. Findings and Recommendations**

This chapter presents the Office of Legislative Oversight's findings and recommendations for County Council action related to the re-designation of the Collaboration Council as Montgomery County's Local Management Board.

### **A. Findings**

In sum, OLO found that the Collaboration Council fulfills its obligations under state and county law as the Local Management Board for Montgomery County. The Collaboration Council funds programs for children, youth, and families, works to improve these programs, and actively works to identify and fill gaps in service.

The State is the largest source of funding for the Collaboration Council, providing more than three-fourths of the Collaboration Council's FY10 \$6.6 million in revenue. The Governor's FY11 Operating Budget proposes substantial reductions to direct funding of Local Management Boards across the State; if enacted by the General Assembly, these funding reductions would make it difficult for the Collaboration Council to continue functioning as it is currently structured.

#### **Finding #1: The Collaboration Council fulfills its obligations under state and county law as the Local Management Board (LMB) for Montgomery County.**

The structure, activities, and results of the Collaboration Council evidence that the organization performs the following six functions of a Local Management Board, as specified by state law:<sup>27</sup>

- Create an effective system of services, supports, and opportunities that improve outcomes for all children, youth, and families;
- Strengthen the decision making capacity at the local level;
- Design and implement strategies that achieve clearly defined results for children, youth, and families as articulated in a local 5-year strategic plan for children, youth, and families;
- Maintain standards of accountability for locally agreed upon results for children, youth, and families;
- Influence the allocation of resources across the systems as necessary to accomplish the desired results; and
- Build local partnerships to coordinate children, youth, and family services within the County to eliminate fragmentation and duplication of services.

In addition, the Collaboration Council performs the three functions of the LMB which are outlined in the County Code:<sup>28</sup>

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<sup>27</sup> Annotated Code of Maryland, Human Services, § 8-303

<sup>28</sup> Montgomery County Code § 2-118

- Administer state funds for certain children's services, and plan and coordinate those state funded services;
- Participate in community planning for children's services related to the state-funded programs; and
- Apply for and administer funds for children's programs.

Further support for the quality of the Collaboration Council's work was voiced by the individuals who were interviewed for this report. In particular, the Collaboration Council is appreciated for its effectiveness as a neutral convener of agencies, service providers, and families; and the Collaboration Council staff is lauded for their knowledge and commitment to their mission.

**Finding #2: The Collaboration Council's FY09 expenditures totaled \$8.9 million, 93% of which supported direct services spread over five program areas; the other 7% was spent on management and administrative costs.**

In FY09, \$8.2 million (93%) of the Collaboration Council's expenditures went toward contracts with direct service providers and Collaboration Council staff who directly support the program areas listed on the following page. The remaining \$657,000 (7%) was spent on management and administrative services that support the entire organization, rather than any specific program area.

In FY09, the Collaboration Council contracted with 52 public and private organizations, which served over 3,000 children and approximately 400 additional families.<sup>29</sup> Examples of tangible results identified by the Collaboration Council as FY09 accomplishments include:

- Trainings for 1,348 professional youth service providers;
- Maintaining the InfoMontgomery Web site, which hosted more than 22,500 visitors;
- Referral of 187 new cases involving children with intensive needs to the Local Coordinating Council, which reviewed a total of 263 cases;
- Successful handling of 467 calls to the Local Access Mechanism office, 74% of which were referred to community resources.

The table on the next page summarizes the five program areas of the Collaboration Council, lists the associated target populations, examples of specific activities, and FY09 funding levels.

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<sup>29</sup> *Progress on Building Brighter Futures*, 2009 Annual Report of the Montgomery County Collaboration Council for Children, Youth, and Families.

**Collaboration Council: Target Populations, Activities, and FY09 Funding by Program Area**

<b>Program Area</b>	<b>Target Populations</b>	<b>Activities</b>	<b>Funding (\$ in 000s)</b>
<b>Children with Intensive Needs</b>	Children and youth (and their families) who have complex special needs, specifically children who are at risk of placement in residential, group home, or detention facilities	<ul style="list-style-type: none"> <li>• Administer the Local Access Mechanism</li> <li>• Lead and provide support for the Local Coordinating Council</li> <li>• Oversee the County wraparound care management system</li> <li>• Assist and support families to navigate the appropriate child serving systems</li> <li>• Collect data from service providers and families, and track well-being indicators</li> </ul>	\$5,279
<b>Youth Development</b>	School-age youth – with focus on increasing participation (across ethnic, economic, and geographic lines) in out-of-school time activities	<ul style="list-style-type: none"> <li>• Fund 28 out-of-school time providers</li> <li>• Train youth development workers to increase program quality</li> <li>• Analyze out-of-school time programs across the County and identify gaps</li> </ul>	\$1,676
<b>Early Care and Education</b>	At-risk parents who have been screened for multiple stressors and linguistic or social isolation	<ul style="list-style-type: none"> <li>• Provide funding for home visits to families with identified special needs</li> <li>• Lead the Early Care and Education Congress</li> <li>• Facilitate the training of early care providers in cultural and linguistic competence</li> </ul>	\$669
<b>Equal Justice for All Youth</b>	<p>Minority youth who come into contact with the juvenile justice system</p> <p>Officials and officers of the juvenile justice system</p>	<ul style="list-style-type: none"> <li>• Collect and analyze data on minority involvement in the juvenile justice system</li> <li>• Fund services that divert youth from the juvenile justice system</li> <li>• Assist and support families to navigate the juvenile justice system</li> </ul>	\$296*
<b>Making Services Better</b>	Service providers and county agencies that are working to address the needs of children, youth, and families in Montgomery County	<ul style="list-style-type: none"> <li>• Support performance management systems for service providers</li> <li>• Provide information and mapping resources through InfoMontgomery</li> <li>• Offer technical assistance and training in program areas and technology</li> <li>• Work to establish diverse funding streams</li> <li>• Advocate for improved services on behalf of children, youth, and families with special needs</li> </ul>	\$604

\* Funds for activities in the Equal Justice for All Youth focus area are also included in the totals reported for three other focus areas: Children with Intensive Needs, Youth Development, and Making Services Better.

**Finding #3: Since its inception, the largest share of the Collaboration Council's funding has come from the State. Between FY08 and FY10, the Collaboration Council's total revenue fell from \$9.9 million to \$6.6 million.**

In FY05, the first year that the Collaboration Council was a quasi-public nonprofit corporation, 99% of its \$6.3 million in revenue came from the State of Maryland. With the addition of county funding and increases in state funding, the Collaboration Council's revenue increased by 57% from \$6.3 million in FY05 to \$9.9 million in FY08.

This upward trajectory was reversed between FY08 to FY10, as the Collaboration Council's total revenue has decreased by one-third during this time period. In FY10, the Collaboration Council expects to receive \$6.6 million in revenue, of which 77% (\$5.1 million) is from the State of Maryland and 21% (\$1.4 million) is from Montgomery County. Non-governmental sources of revenue (i.e., private foundations and other miscellaneous revenue) account for the remaining 2%.

Of the \$1.4 million in county revenue for the Collaboration Council, \$1.0 million funds care coordination and wraparound services for children and youth with complex needs who need individualized, multi-agency support services. The County also funds out-of-school time activities in the Germantown area and training for youth workers.

**Finding #4: Proposed changes in FY11 funding from the Governor's Office for Children would significantly impair the ability of the Collaboration Council to support its administrative functions and current program areas.**

Changes that already occurred in FY10 and proposed changes in the Governor's FY11 Operating Budget indicate a shift in the State's approach to funding services for children, youth, and families in each Maryland county. Specifically, the shift is from providing funds to be managed by Local Management Boards to a system that is more centralized at the state level.

In mid-FY10, the State shifted funding for wraparound and other services for children with intensive needs from management by the Local Management Boards to the Governor's Office for Children. Changes proposed in the Governor's FY11 budget would similarly shift control of funds for early intervention and prevention to the Governor's Office for Children, which would directly select service providers.

Accompanying this shift of funds away from LMBs is a large proposed cut in funding for LMB administration. In the Governor's proposed FY11 budget, the Collaboration Council's administrative funding would be cut by at least 50%. This administrative funding from the Governor's Office for Children is the Collaboration Council's largest source of funding for staff and general operations (e.g., rent, insurance).

Overall, from FY10 to FY11, the Collaboration Council would lose approximately \$2.25 million in funding, 34% of its total revenue. State law still requires the existence of Local Management Boards; however, the proposed reductions in state funding would necessitate changes in how LMBs operate throughout the State.

## **B. Recommendations**

The Collaboration Council successfully has performed its duties as Montgomery County's Local Management Board. This fact combined with the uncertainty associated with the future funding for the Collaboration Council lead OLO to recommend that the County Council:

- Extend the current designation of the Collaboration Council as Montgomery County's Local Management Board (LMB) until December 1, 2010; and
- Return in June 2010 to a discussion of the Collaboration Council's future role and longer-term designation as the County's LMB; by that time, there will be a much clearer picture of the FY11 funding picture for the Collaboration Council.

These two recommendations are further outlined below.

### **Recommendation #1: Extend the designation of the Collaboration Council as Montgomery County's Local Management Board until December 1, 2010.**

The current designation of Collaboration Council for Children, Youth, and Families as Montgomery County's Local Management Board (LMB) expires on March 20, 2010. Consistent with local law, March 20, 2010 is three years from the Council's previous designation of the Collaboration Council as the County's LMB.

As outlined above, OLO found that the Collaboration Council has successfully performed the duties as the County's Local Management Board, as specified both in state and local law. Further, OLO found that the Collaboration Council's partners and grantees are pleased with the quality and consistency of the Collaboration Council's work. Individuals within County Government, as well as those working as direct service providers described the Collaboration Council staff as knowledgeable, efficient, and as a valuable resource for technical assistance with their programs. The relationships that the staff and board of the Collaboration Council have developed with agencies and service providers was frequently cited as a critical component to an effective coordination of services for children, youth, and families across the County.

Despite this evidence of effective performance, the uncertainty of future funding for the Collaboration Council leads OLO to recommend that the Council extend the current designation until December 1, 2010. This nine-month extension will allow the Collaboration Council time to develop a plan for their own future, and before extending designation of the Collaboration Council for another three years, provide the County Council sufficient time to evaluate the impact of state funding shifts on services available to children, youth, and families in Montgomery County.

**Recommendation #2: Return in June 2010 to discuss the future role of the Collaboration Council, to include a decision about re-designation as the County's LMB beyond December 1, 2010.**

By June 2010, there will be a much clearer understanding of how funding changes at the state and local level will affect the operations of the Collaboration Council going forward. As a follow-up to this memorandum report, OLO will prepare an addendum that provides the Council with an update that includes:

- Information about how final FY11 budget actions at the state and local level affect the Collaboration Council's funding for the coming fiscal year; and
- A status report on the Collaboration Council's own plans for moving forward as the designated Local Management Board for the Council.

As part of this addendum, OLO will recommend specific discussion issues to frame the Council's review and decision on future designation of the Collaboration Council as the County's LMB; and related decisions concerning how much-needed services are provided to the County's children, youth, and families.

## **Chapter VII. Collaboration Council Comments**

The Office of Legislative Oversight circulated a draft of this memorandum report to the Montgomery County Collaboration Council for Children, Youth and Families, Inc. OLO greatly appreciates the time taken by the Collaboration Council staff and board members to review the draft report and provide comments. OLO's final memorandum report incorporates technical corrections provided by Collaboration Council staff.

The written comments received from the Collaboration Council are included in their entirety on the following page.



March 3, 2010

Thank you for providing an opportunity to comment on this report of the Office of Legislative Oversight regarding the history and current status of the Collaboration Council.

The report is thorough and accurate from our perspective. It clearly outlines the history and background as well as our current strengths and challenges. The report illustrates how the organization has worked with our partners to develop an interagency service delivery system for children, youth and families that works.

Since transitioning as a quasi-public non-profit, great strides have been made in early childhood, youth development, children with intensive needs and disproportionate minority contact. In partnership with our service providers and public agencies and advocates we have served thousands of children and their families. Through our work we have made services more accessible and increased their quality. And via infoMONTGOMERY.org, we made the dream of an on-line database of health and human services a reality.

In each year as a quasi-public non-profit we have had unqualified audits. And in our first four years of existence we enjoyed a revenue growth of 50 %. However, as stated in the report, the organization is facing significant challenges due to the proposed policy and program changes at the Governor's Office for Children to centralize service delivery at the State level. These proposed policy and program changes could leave the Collaboration Council's resource base vulnerable. We are working diligently with members of our General Assembly to ensure that the proposed changes to centralize services at the State level do not occur; or at the very least are minimized.

The Collaboration Council board is continually monitoring this situation and will be developing a plan to address the reductions if they occur. The Collaboration Council is grateful for the opportunity to comment on this report and looks forward to discussions about it with County Council members.

Sincerely yours,

*Debbie Van Brunt*  
Debbie Van Brunt  
Chair

*Kathy Lally*  
Kathy Lally  
Executive Director



**List of Attachments**

<b>Attachment</b>	<b>Title</b>	<b>Page</b>
A	Maryland law on Local Management Boards (Maryland Code, Human Services, Title 8, Subtitle 3)	A-1
B	County law on Local Management Boards (Montgomery County Code, Chapter 2, Article VI)	B-1
C	Council Resolution (16-76) to Designate the Collaboration Council as Montgomery County's Local Management Board, adopted February 27, 2007	C-1
D	Members of the Collaboration Council's Board of Directors, as of November 2009	D-1
E	Letter from Executive Leggett and Superintendent Weast to Senator Madaleno and Delegate Feldman (February 2, 2010)	E-1
F	List of Collaboration Council staff, board members, and partners interviewed by OLO	F-1

## **Attachment A**

### **Annotated Code of Maryland**

#### **Human Services**

#### **Title 8. Children, Youth, and Families**

#### **Subtitle 3. LOCAL MANAGEMENT BOARDS**

##### **§ 8-301. Local management boards.**

(a) *Required.*- Each county shall establish and maintain a local management board to ensure the implementation of a local interagency service delivery system for children, youth, and families.

(b) *Authorized entities.*- A county may designate as the local management board:

(1) a quasi-public nonprofit corporation that is not an instrumentality of the county government;  
or

(2) a public agency that is an instrumentality of the county government.

[An. Code 1957, art. 49D, § 2-101; 2007, ch. 3, § 2.]

##### **§ 8-302. Membership.**

A local management board may be composed of:

(1) public and private community representatives who share the responsibility for implementing a community-based, interagency, family-focused service delivery system for children, youth, and families; and

(2) a senior representative or department head of the:

(i) local health department;

(ii) local office of the Department of Juvenile Services;

(iii) core service agency;

(iv) local school system; and

(v) local department of social services.

[An. Code 1957, art. 49D, § 2-102; 2007, ch. 3, § 2.]

### **§ 8-303. Duties.**

A local management board shall:

- (1) strengthen the decision-making capacity at the local level;
- (2) design and implement strategies that achieve clearly defined results for children, youth, and families as articulated in a local 5-year strategic plan for children, youth, and families;
- (3) maintain standards of accountability for locally agreed upon results for children, youth, and families;
- (4) influence the allocation of resources across systems as necessary to accomplish the desired results;
- (5) build local partnerships to coordinate children, youth, and family services within the county to eliminate fragmentation and duplication of services; and
- (6) create an effective system of services, supports, and opportunities that improve outcomes for all children, youth, and families.

[An. Code 1957, art. 49D, § 2-103; 2007, ch. 3, § 2.]

### **§ 8-304. Regulations.**

The members of the Children's Cabinet shall adopt regulations that:

- (1) specify the roles and responsibilities of local management boards;
- (2) establish minimum standards for the composition of local management boards;
- (3) establish fiscal and program accountability in the implementation of community partnership agreements and the use of other State resources by local management boards;
- (4) establish procedures to ensure the confidentiality of information shared by local management board members and employees in accordance with State and federal law; and
- (5) generally relate to the operation of local management boards.

[An. Code 1957, art. 49D, § 2-104; 2007, ch. 3, § 2.]

**§ 8-305. Annual report.**

On or before October 1 of each year, the Maryland Association of Local Management Board Directors shall, in accordance with § [2-1246 of the State Government Article](#), submit to the Senate Finance Committee, the House Committee on Ways and Means, and the Joint Committee on Children, Youth, and Families, a report summarizing, with respect to the programs implemented under § 8-505(d) of this title:

- (1) each local management board's activities;
- (2) the amount of money spent on the programs; and
- (3) the effectiveness of the programs.

[An. Code 1957, art. 49D, § 2-105; 2007, ch. 3, § 2.]

## **Attachment B**

### **Montgomery County Code**

#### **Part II. Local Laws, Ordinances, Resolutions, Etc.**

##### **Chapter 2. Administration**

#### **ARTICLE VI. LOCAL MANAGEMENT BOARD FOR CHILDREN, YOUTH, AND FAMILIES.\***

**\*Editor's note**—See Editor's note to § 2-119 concerning timetable and transition details of 2003 L.M.C., ch. 20.

Former Article VI, §§ 2-117 — 2-123, relating to public defenders, derived from Ord. No. 6-59 and 1969 L.M.C., ch. 35, §§ 23-25, was repealed by 1986 L.M.C., ch. 37, § 4.

**Cross reference**—Courts, [ch. 12](#).

##### **Sec. 2-117. Declaration of Policy.**

The County Council finds that:

- (a) State law requires the County to establish or designate a local management board to ensure the implementation of a local, interagency service delivery system for children, youth, and families.
- (b) Under State law, the County may designate a quasi-public, nonprofit corporation that is not an instrumentality of the County to act as the County's local management board.
- (c) Designating a quasi-public, nonprofit corporation as the local management board will best enable the County to implement a local, interagency service delivery system for children, youth, and families. ([2003, L.M.C., ch. 20](#), § 1.)

##### **Sec. 2-118. Purposes; scope and mission.**

The primary functions of the local management board are to:

- (a) administer state funds for certain children's services, and plan and coordinate those state-funded services;
- (b) participate in community planning for children's services related to the state-funded programs; and
- (c) apply for and administer funds for children's programs, as provided in Section 2-122. ([2003, L.M.C., ch. 20](#), § 1.)

### **Sec. 2-119. Designation.**

- (a) The County Council may designate, by resolution approved by the County Executive, a nonprofit corporation which complies with all requirements of this Article as the County's local management board. If the County Executive disapproves the resolution within 10 days after receiving it, the Council may readopt the resolution with at least 6 affirmative votes.
- (b) Each designation expires 3 years after the resolution is adopted unless the Council extends it by adopting another resolution under this Section.
- (c) A corporation must comply, through its articles of incorporation and bylaws, with all requirements of this Article to continue as the County's local management board.
- (d) In this Chapter, local management board means the corporation that the County has designated to implement a local, interagency service delivery system for children, youth, and families. ([2003, L.M.C., ch. 20, § 1.](#))

**Editor's note**—2003 L.M.C., ch. 20, § 2, states: Timetable; transition.

- (a) The first resolution adopted under Section 2-119(a), inserted by Section 1 of this Act, must take effect on July 1, 2004. Any corporation that seeks to be designated as the local management board must submit proposed articles of incorporation and bylaws to the County Executive and County Council for review and comment by May 1, 2004.
- (b) By February 1, 2004, the Director of the Department of Health and Human Services must submit to the Executive and Council a local management board transition plan to address such issues as financial oversight during a transition; modification of service contracts to assure that services to children and families are not disrupted; and transition of affected employees.
- (c) Notwithstanding any inconsistent provision of County Code Section 19A-13, a person employed by the Department of Health and Human Services before July 1, 2004, may be employed by a corporation after it is designated as the local management board, and if so employed may immediately work on any matter that the person significantly participated in as a Department employee.

### **Sec. 2-120. Board of Directors.**

- (a) *Appointment and confirmation.* For a corporation to qualify as a quasi-public corporation, the corporation's board of directors must be appointed by the County Executive and confirmed by the County Council. The board of directors must have 21 voting members, allocated as specified in this Section.
- (b) *Public members.* The County Executive must appoint 12 members from the public sector, including:
  - (1) a designee of the President of the County Council;

- (2) a designee of the President of the Board of Education;
- (3) a designee of the Superintendent of Montgomery County Public Schools;
- (4) the Director of the Department of Health and Human Services, or the Director's designee;
- (5) the Director of either the Department of Finance or the Office of Management and Budget, or either Director's designee;
- (6) the Director of the Core Service Agency, or the Director's designee;
- (7) the Regional Director of the state Department of Juvenile Services, or the Director's designee;
- (8) the County Health Officer, or the Officer's designee; and
- (9) a County employee who provides direct client social services to children, youth, or families.

Each member appointed from the public sector represents the public interest, and is not precluded from participating in a matter as a board member if that member's government employer is a party to the matter.

(c) *Private members.* The County Executive must appoint 9 members from the private sector, who may include:

- (1) advocates for services to children, youth, and families;
- (2) providers of services to children, youth, and families;
- (3) parents of children who are receiving or recently received services of the type funded by the local management board;
- (4) individuals between 18 and 25 years of age;
- (5) business owners and managers;
- (6) leaders of civic and community service organizations; and
- (7) leaders of religious organizations.

However, the Executive must not appoint more than 2 persons who are members of a governing board of, and must not appoint any employee of, any organization that receives County funds, or state funds directed through the local management board, for children's services.

- (d) *Representation.* In selecting public and private sector board members, the Executive must strive to achieve broad representation from various geographic areas and socio-economic and ethnic groups.
- (e) *Term; Removal.*
  - (1) Each board member must be appointed for a term of 3 years. However, when the board is first appointed, the Executive must appoint of the members to 1- or 2- year terms.
  - (2) The Executive may reappoint a member, but a private sector member must not serve more than 2 consecutive full terms, not including any portion of an unexpired term.
  - (3) The Executive may remove a member for violation of law or other good cause specified in the bylaws of the corporation, after giving the Council at least 15 days' notice of the proposed removal.
- (f) *Duties.* The board of directors must direct all aspects of the corporation's program, management, and finances.
- (g) *Compensation; Relation to County retirement system.*
  - (1) A member of the board serves without compensation. However, the corporation may reimburse a private sector member for expenses incurred in attending meetings or carrying out other official duties.
  - (2) A member is not eligible to receive benefits under any County retirement system for services rendered as a board member. ([2003, L.M.C., ch. 20](#), § 1.)

**Sec. 2-121. Articles of Incorporation; Bylaws.**

- (a) For a corporation to qualify as a quasi-public corporation, its articles of incorporation must provide that the corporation is:
  - (1) nonprofit;
  - (2) not an instrumentality of the County; and
  - (3) incorporated for the sole purpose of serving as the County's local management board.
- (b) The corporation's bylaws may contain any provision, not inconsistent with laws or the articles of incorporation, to govern and manage the corporation.
- (c) The corporation's by laws must:
  - (4) prohibit conflict of interest, self-dealing, collusive practices, or similar impropriety by any member of the board of directors or employee, in a way that is



at least as stringent as the conflict of interest provisions of the County ethics law; require the annual disclosure of a financial or similar interest of any director or officer in any matter that may come before the corporation; establish conditions under which a director or employee must not participate in corporation actions when there is a conflict between the person's official duties and private interests; and include appropriate remedies for violations of these and other ethical standards, including removal or termination;

- (5) require the board of directors to comply with the state open meetings law as if the corporation were a public body and each action by the board were a quasi-legislative functions;
  - (6) require competitive procurement for goods and services after reasonable public notice;
  - (7) require a surety bond or similar instrument to protect against misappropriation of funds by directors and employees;
  - (8) require a copy of each agreement with any state or federal agency to be sent to the Executive and Council within 14 days after the agreement is executed;
  - (9) require an annual audit by an independent accounting firm, a copy of which must be sent to the Executive and Council within 14 days after receipt and made available to the public on request;
  - (10) require quarterly and annual financial reports, reflecting funds received from all sources, to be submitted to the Executive, Council, and Board of Education;
  - (11) require the corporation to publish a detailed annual report of its operations and accomplishments, including initiatives undertaken, outcomes, objectives, performance measures, and evaluation of effectiveness, which must be submitted promptly to the Executive, Council, and Board of Education;
  - (12) require the corporation to publish an annual programmatic report to the public in an easily readable format;
  - (13) require each contract the corporation enters into to provide that the County government may assume the rights and obligations of the corporation under the contract if its designation as the local management board is suspended or revoked;
  - (14) require minutes of board meetings to be maintained on file and available for public inspection for at least 6 years; and
  - (15) require all contract files to be maintained for at least 6 years after the date of final payment.
- (d) The board of directors must submit any proposed amendment to the articles of incorporation or bylaws to the Executive and Council for review and comment at least 60 days before the board takes final action on the amendment. The board must submit a copy of each adopted amendment to the Executive and Council within 5 days after adoption. ([2003, L.M.C., ch. 20](#), § 1.)

**Sec. 2-122. Agreement with the State; Funding.**

- (a) The local management board must enter into any agreement required by state law with the Governor's Office of Children, Youth, and Families, or any successor state agency, to act as the local management board.
- (b) The local management board must take, consistent with County law, any action necessary to comply with any applicable state regulation or requirement.
- (c) The local management board may apply for and receive funds from the State and other sources, including:
  - (1) the Federal government;
  - (2) County departments, offices, and agencies;
  - (3) private donations; and
  - (4) government and private grants.
- (d) However, the local management board must obtain the Council's approval before the local management board applies for any non-government grant or donation that would exceed \$500,000 in any fiscal year, that would require a County match that would exceed \$10,000, or that would require the local management board to provide or fund any service after the grant or donation is fully spent. The Council, after giving the Executive a reasonable time to offer a recommendation, may indicate its approval or disapproval by any means authorized by a majority of Councilmembers. ([2003, L.M.C., ch. 20](#), § 1.)

Resolution No.:	16-76
Introduced:	February 27, 2007
Adopted:	March 20, 2007

**COUNTY COUNCIL  
FOR MONTGOMERY COUNTY, MARYLAND**

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By: County Council

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**SUBJECT:** Resolution to Designate the Montgomery County Collaboration Council for Children, Youth, and Families as the County's Local Management Board for Children, Youth, and Families

**Background**

1. On September 23, 2003, the County Council enacted Bill No. 28-03, Health and Human Services - Local Management Board for Children, Youth, and Families. "Local management board" as defined in County Code Chapter 2, Article VI, inserted by Bill 28-03, means the corporation that the County designates to implement a local, interagency service delivery system for children, youth, and families.
2. Among its purposes, Article VI established a process to designate a quasi-public corporation as the local management board. It also established certain criteria that a quasi-public corporation must meet to be designated as the local management board.
3. Bill 28-03 required that any corporation that seeks to be designated initially as the local management board must submit proposed articles of incorporation and bylaws to the County Council and the County Executive for review and comments by May 1, 2004.
4. On April 26, 2004, the Montgomery County Collaboration Council for Children, Youth, and Families submitted its articles of incorporation and by-laws to the County Council and formally requested to be designated as Montgomery County's Local Management Board. The Council approved this designation in adopting Resolution 15-599 on May 4, 2004.
5. By law, the Council's designation of a local management board expires 3 years after the resolution is adopted unless the Council extends it by adopting another resolution.

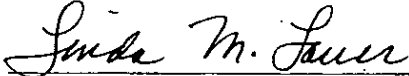
6. The Health and Human Services Committee met on March 12, 2007 to review the performance of the Montgomery County Collaboration Council for Children, Youth, and Families during the three previous years, and to determine, as required in the law, whether it had complied with all requirements of the law to continue as the County's local management board. The Health and Human Services Committee recommended that the Council redesignate the Collaboration Council as the local management board for a second three year period.

**Action**

The County Council for Montgomery County, Maryland approves the following resolution:

The Council hereby designates the Montgomery County Collaboration Council for Children, Youth, and Families as the County's Local Management Board for Children, Youth, and Families under County Code § 2-119.

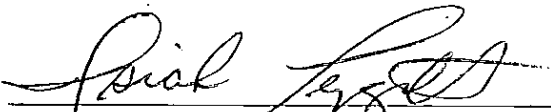
This is a correct copy of Council action.



Linda M. Lauer, Clerk of the Council

3/21/07

Date



Isiah Leggett, County Executive

4/2/07

Date

## Attachment D

### Montgomery County Collaboration Council Membership Roster November 16, 2009

#### **OFFICERS**

##### **CHAIR**

**Van Brunt, Debbie** (2011)  
*Private Sector*

##### **VICE CHAIR**

**Bartley, Shawn D., Esq** (2011)  
*Private Sector*

##### **SECRETARY (Vacant)**

##### **TREASURER**

**Feinberg, Beryl** (2009)  
*Office of Management & Budget Representative*  
Budget Manager

#### **DIRECTORS**

**Albornoz, Gabriel** (2011)  
*Recreation Department Representative*  
Director, Department of Recreation

**Chapa, Teresa, Ph.D., MPA** (2011)  
*Private Sector*

**Covich, Judith R.** (2012)  
*MCDHHS, Public Health Office*  
Director, School Health Services

**English, Angela** (2010)  
*Provider of Direct Social Svcs. to Children, Youth & Families*  
MC DHHS, Child Welfare Services

**Garvey, Carol W., MD, MPH** (20012)  
*Private Sector*

**Garvey, Kate** (2011)  
*MC DHHS (CYF) Representative*  
Chief, Children, Youth & Family Services, MC DHHS

**Hamill, Russell, Commander** (2010)  
*MC Police Department Representative*  
MCPD - Second District - Bethesda

**Ikheloa, Ikhide Roland** (2009)  
*Board of Education Representative*  
Chief of Staff

**Jackson, Arva J.** (2012)  
*Private Sector*

**Kozloski, Dolores** (2012)  
*Private Sector*

**Miller, Karen** (2009)  
*Montgomery County Public Libraries Representative*  
Manager, Damascus Library, MCPL  
Children's Coordinator, MCPL

**Nial, Dennis** (2011)  
*Department of Juvenile Services Representative*  
Acting Assistant Area Director  
Montgomery County Supervisor

**Rosenblum, Lawrence N., CPA** (2010)  
*Private Sector*

**Salour, Ellie N.** (2010)  
*Private Sector*

**Vitale, Patricia** (2011)  
*County Council President Representative*  
Chief of Staff to Councilmember Leventhal

*Montgomery County Public Schools Representative*  
(Vacant)

*Representative From Core Services Agency*  
(Vacant)

#### **Ex Officio Member**

**Lally, Kathy**  
Executive Director  
Montgomery County Collaboration Council for Children,  
Youth and Families, Inc.



OFFICE OF THE COUNTY EXECUTIVE  
ROCKVILLE, MARYLAND 20850

Isiah Leggett  
County Executive

February 2, 2010

Honorable Richard Madaleno, Chairman  
Maryland Senate Delegation  
11 Bladen Street, Room 203  
James Senate Office Building  
Annapolis, Maryland 21401

Honorable Brian Feldman, Chairman  
Maryland House Delegation  
6 Bladen Street, Room 223  
House Office Building  
Annapolis, Maryland 21401

Dear Senator Madaleno and Delegate Feldman:

We are writing to express our deep concern over the budget and administrative recommendations in the Governor's FY11 proposed budget as it relates to Local Management Boards (LMB) and resources for local jurisdictions. The implications for our county's children and families are significant. The recommendations within the budget -- some of them purely organizational changes would violate the principles of local autonomy relating to the local coordination of service and suggest a centralized approach that would diminish the responsive, community-based nature of the LMB.

The proposed funding changes are significant. It is recommended that the LMB administrative funding should be reduced by \$4.7 million. There would then remain only \$2.3 million to be shared among 24 jurisdictions. ~~In addition, the LMB would no longer receive the state dollars earmarked for~~ local county programs (\$15 million for 2011), as they are proposed to be moved to the Governor's Office for Children (GOC). Those dollars will then need to be put out to bid statewide for organizations that are both in-state and out-of-state. For our county, and many others, such an approach will destroy the local system that has been established and would undermine the concepts of local control.

In a time when each jurisdiction is struggling to meet the needs of our residents, the budgetary and policy recommendations made by the GOC appear to be building bureaucracy and reducing services. Their office would receive, in the proposed FY11 budget a 13 percent **increase** in funding and five new state positions.

The funding decisions, as well as the administrative shifts, would suggest that LMB are being phased out by GOC. A policy shift of this magnitude should only occur with consultation and engagement of local jurisdictions.

Based on the facts above, it is our hope that the following changes will occur:

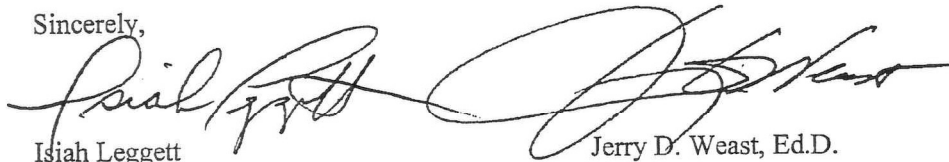
- Reinstatement of the category of "Local Management Board Administration funding".
- Restore the Early Intervention/Prevention funding in the local communities by keeping it within the LMB budgets.
- Redirect the increased funding for administrative positions within GOC (roughly \$390,000) for LMB functions and services.

Honorable Richard Madaleno  
Honorable Brian Feldman  
February 2, 2010  
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- Shift the Interagency Fund dollars marked "other" (\$481,463 and \$575,000) to LMB functions and service
- Ensure that the total replacement funds available for local jurisdictions equal \$1,446,463

These changes would ensure that much-needed services would continue in the local jurisdictions. We thank you for your consideration in this matter. Your commitment to the residents of our county has been significant and we know that you would want to address these very serious issues.

Sincerely,



Isiah Leggett  
County Executive

Jerry D. Weast, Ed.D.  
Superintendent of Schools

c: Montgomery County Delegation

## Attachment F

### List of Interviews Conducted by the Office of Legislative Oversight

Name	Position
<b>Board Members of the Collaboration Council</b>	
Debbie Van Brunt	Board Chair
Arva Jackson	Board Member
Carol Garvey	Board Member
Kate Garvey	Board Member and Chair of the Child Well-being Committee
<b>Collaboration Council Staff</b>	
Kathy Lally	Executive Director
Carol Walsh	Chief, Planning, Policy and Programs
John Dabrowski	Director of Finance
Kiran Dixit	Director, Children With Intensive Needs
Cheryl Jenkins	Director, Data and Research
<b>Funded Partners of the Collaboration Council</b>	
Joe Wilson	Director, Maryland Choices, Care Management Entity
Richard Jaeggi	Executive Director, Gandhi Brigade
Celia Serkin	Executive Director, Federation of Families for Children's Mental Health
Ana Lopez	Executive Director, Community Bridges
<b>Partners of the Collaboration Council</b>	
Arlene Lee	Former Executive Director of the Governor's Office for Children; currently a Senior Fellow with the Center for the Study of Social Policy
Jody Leleck	Associate Superintendent, Curriculum and Instruction, Montgomery County Public Schools